

**Department of Transportation Services (DTS)  
Transportation Mobility Division Title VI Program  
Service Equity Analysis Report  
Route 8 Waikiki/Ala Moana  
Route 17 Makiki/Ala Moana**

**Introduction**

Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color, or national origin in programs and activities receiving Federal financial assistance. DTS' 2019 Public Transit Title VI Program identifies the policies and procedures used to determine whether service change proposals are considered "major" and to evaluate the impact of major service changes on minority (TVI) and low income (EJ) populations.

The Bus Route 8 service change proposes a route extension between Ala Moana and Makiki via Piikoi and Pensacola Streets. The Route 17 service change proposes to restructure the makai bound alignment from Pensacola Street to Keeaumoku Street.

Based on the "Establishing New Routes" criteria for new bus service on Piikoi Street (Route 8) and the "Eliminating Route Segments" criteria for Route 17, the proposed changes are considered a "major" service change requiring a Service Equity Analysis.

The elimination of the Kona Street segment of Route 8 is not a "major" service change.

**Major Service Change Criteria**

"Establishing new routes when the population within a ½ mile radius of the proposed route exceeds 25% of the service area population (Census Blocks)."

Piikoi Street (new mauka bus corridor-Route 8)

Service Area Population:	71,618
½ mile Radius Population:	44,284 = 61.8%

"Eliminating route segments when the affected ridership of the eliminated segment exceeds 10% of the route's total ridership."

Annual ridership FY 2020:

Route 8:	1,092,211
Eliminated segment:	45,462.5
Affected ridership:	4.2%

Annual ridership FY 2020:

Route 17:	297,819
Eliminated segment:	41,027
Affected ridership:	13.8%

## **Background**

Over the years and based in part on the numerous redevelopments in the area, DTS received several requests for TheBus service along Piikoi Street, a major mauka/makai (north/south) corridor connecting the mixed-used business/residential districts in Ala Moana/Pawaa with the residential apartment-zoned district in upper Makiki. Although Piikoi Street intersects with major east/west bus corridors Ala Moana Boulevard, Kapiolani Boulevard, King Street, Beretania Street, and Wilder Avenue; aside from the makai most Ala Moana Boulevard to Kapiolani Boulevard segment, TheBus does not operate on Piikoi Street, due in part to the weekday peak afternoon congestion caused by traffic accessing both the east and west bound on-ramps to the H-1 freeway via Piikoi Street.

Several years ago upon completion of a trial demonstration period, the State Department of Transportation permanently closed the Piikoi Street east bound on-ramp to the H-1 freeway during the weekday peak afternoon periods which significantly reduced the traffic congestion level in the right curb lane and provided the opportunity to reassess bus service along Piikoi Street. This assessment also aligned with DTS' on-going efforts to improve mauka/makai bus service along major east/west bus corridors.

TheBus Route 8 currently provides circulator service between Wakiki and Ala Moana Center along an east/west alignment, and Route 17 provides circulator service on a one-way loop between Makiki and Ala Moana Center along a mauka/makai alignment.

## **Proposed Changes**

- Route 8: Extend service in a mauka direction from Ala Moana to Makiki to provide new convenient service for the densely populated areas and various businesses located along and around Piikoi Street.
- Route 17: Restructure makai bound alignment to Keeaumoku Street from Pensacola Street to provide two-way service along Keeaumoku Street (the proposed Route 8 extension will service Pensacola Street) and renumber to Route 102 to align with a newly developed route numbering convention based on geographic location.

## **Public Outreach Activities**

Public outreach and participation are important components when planning service changes. Riders/public are encouraged to provide comments and suggestions via email, phone call, voicemail, and the website portal. Point of contact information is provided on all notifications to provide the public with various options to voice their comments. To elicit feedback on the proposed changes, the following outreach methods are utilized.

- Notification email and copies of Rider Notices to Honolulu City Council Members whose districts are affected by the proposals and the Transportation Committee Chair.

- Notification email and copies of Rider Notices to the Neighborhood Boards affected by the proposals. (Presentation to be made upon request)
- Onboard in-person interaction with riders on the proposed changes.
- Media Notifications by DTS Public Information Specialist. (i.e. Press Release, Twitter, Instagram).
- Rider Notices posted at affected bus stops along affected routes.
- Onboard notification and distribution of Rider Notices by bus operators of affected routes.
- Distribution of Rider Notices to selected developments, businesses, facilities, residents, etc. affected by the proposals.
- Notifications on TheBus.org website and linked to the DTS website.
- Notification email and copies of Rider Notices are provided to the Department of Human Services/Division of Vocational Rehabilitation/Hoopono Services for the Blind for distribution and are in a format on the website to use low sight features.
- Informational material on the website are available in a format to use the translation feature. Translation of notices into a required language(s) will be provided on request, unless the service area's neighborhood board/bus drivers indicate that translated notices are needed for the limited English population.

## **Title VI Policies and Definitions**

**Major Service Change Policy:** All “major” service changes require a Service Equity Analysis for Title VI purposes during the planning process and prior to implementation.

**Disparate Impact Policy:** DTS determines the occurrence of a disparate impact when adverse effects of a major service change disproportionately affect minority populations by more than 10% based on the difference between the proportion of the total minority and non-minority populations in the total service area and the proportion of the affected minority and non-minority populations within the affected service area, a ½ mile radius of the route.

**Disproportionate Burden Policy:** DTS determines the occurrence of a disproportionate burden when adverse effects of a major service change disproportionately affect low income populations by more than 10% based on the difference between the proportion of the total low income and non-low income populations in the total service area and the proportion of the affected low income and non-low income populations within the affected service area, a ½ mile radius of the route.

## **Analysis Framework**

**Methodology:** Population data using Census block groups were used to determine:

- Minority/non-minority and low income/non-low income proportion of the total service area population in the Census block groups served by Routes 8 and 17.

- Minority/non-minority and low income/non-low income proportion of the affected service area population located within a ½ mile radius of Routes 8 and 17.

The differences between the minority proportions and low income proportions were calculated to determine disparate impact on minority populations and disproportionate burden on low income populations. Differences exceeding 10% indicate that the major service change affected minority populations disparately and low income populations disproportionately.

#### Data Tables:

**Table 1: Census Block Group Minority Populations – Existing Routes 8 & 17**

Route	Total Service Area			Affected Service Area			% Difference Total-Affected Service Areas	Disparate Impact >10%
	Affected Population	Minority Population	% Minority	Affected Population	Minority Population	% Minority		
8	46,952	32,365	68.9%	30,118	19,156	63.6%	5.3%	No
17	71,904	57,648	80.2%	45,927	37,907	82.5%	2.3%	No

**Table 2: Census Block Group Low Income Populations – Existing Routes 8 & 17**

Route	Total Service Area			Affected Service Area			% Difference Total-Affected Service Areas	Disparate Impact >10%
	Affected Population	Low Income Population	% Low Income	Affected Population	Low Income Population	% Low Income		
8	46,952	5,856	12.5%	30,118	4,015	13.3%	0.8%	No
17	71,904	9,000	12.5%	45,927	6,381	13.9%	1.4%	No

**Table 3: Census Block Group Minority Populations – Proposed Routes 8 & 102**

Route	Total Service Area			Affected Service Area			% Difference Total-Affected Service Areas	Disparate Impact >10%
	Affected Population	Minority Population	% Minority	Affected Population	Minority Population	% Minority		
8	118,570	91,773	77.4%	74,402	55,970	75.2%	2.2%	No
102	64,712	51,737	80%	39,429	32,707	83%	3.0%	No

**Table 4: Census Block Group Low Income Populations–Proposed Routes 8 & 102**

Route	Total Service Area			Affected Service Area			% Difference Total-Affected Service Areas	Disparate Impact >10%
	Affected Population	Low Income Population	% Low Income	Affected Population	Low Income Population	% Low Income		
8	118,570	14,966	12.6%	74,402	9,763	13.1%	0.5%	No
17	64,7128	8,680	13.4%	39,429	5,876	15%	1.6%	No

#### Assessing Impacts

**Disparate Impact:** The minority Census block group populations for total service and affected service areas of the existing Routes 8 and 17 are shown in Table 1 above and Table 3 shows the minority Census block group populations for total service and affected service areas of the proposed Routes 8 and 102 (renamed Route 17). The effects of the service changes do not exceed the disparate impact policy threshold of 10%.

Existing Route 8: The minority population in the affected service area is 5.3% less than the minority population in the total service area.

Existing Route 17: The minority population in the affected service area is 2.3% more than the minority population in the total service area.

Proposed Route 8: The minority population in the affected service area is 2.2% less than the minority population in the total service area.

Proposed Route 102: The minority population in the affected service area is 3% more than the minority population in the total service area.

**Disproportionate Burden:** The low income Census block group populations for total service and affected service areas of the existing Routes 8 and 17 are shown in Table 2 above and Table 4 shows the low income Census block group populations for total service and affected service areas of the proposed Routes 8 and 102. The effects of the service changes do not exceed the disproportionate burden policy threshold of 10%.

Existing Route 8: The low income population in the affected service area is 0.8% more than the low income population in the total service area.

Existing Route 17: The low income population in the affected service area is 1.4% more than the low income population in the total service area.

Proposed Route 8: The low income population in the affected service area is 0.5% more than the low income population in the total service area.

Proposed Route 102: The low income population in the affected service area is 1.6% more than the low income population in the total service area.

### **Service Equity Analysis**

Based on the thresholds established in the Major Service & Fare Change Policy and Disparate Impact & Disproportionate Burden Policies, the proposed service changes do not disproportionately affect minority and low income populations, and can be implemented as proposed. The Route 8 extension will provide public transit bus service for the numerous businesses and residential developments along Piikoi Street, and connect the densely populated Makiki area with direct service to Ala Moana and Waikiki; major business, residential, and employment centers. The Route 17/102 restructure will eliminate the existing one-way loop routing by providing two-way service along Keeaumoku Street. Alternate service along the eliminated Pensacola Street segment of Route 17 will be provided by the extended Route 8. Additionally, Pensacola (one way makai bound) and Piikoi (one way mauka bound) Streets run parallel to each other in the eliminated segment of Pensacola Street; and in this segment, both streets are within walking distance (approximately 600 feet) of each other via two intersecting streets.